# Union Calendar No. 339

105TH CONGRESS H. R. 3849

[Report No. 105-570, Parts I and II]

# BILL

To amend the Communications Act of 1934 to establish a national policy against Federal and State regulation of Internet access and online services, and to exercise congressional jurisdiction over interstate and foreign commerce by establishing a moratorium on the imposition of exactions that would interfere with the free flow of other purposes. commerce conducted over the Internet, and for

# June 25, 1998

The Committees on Ways and Means and Rules discharged; committed to the Committee of the Whole House on the State of the Union and ordered to be printed

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105TH CONGRESS 2D SESSION

# H. R. 3849

## [Report No. 105-570, Parts I and II]

To amend the Communications Act of 1934 to establish a national policy against Federal and State regulation of Internet access and online services, and to exercise congressional jurisdiction over interstate and foreign commerce by establishing a moratorium on the imposition of exactions that would interfere with the free flow of commerce conducted over the Internet, and for other purposes.

### IN THE HOUSE OF REPRESENTATIVES

May 12, 1998

Mr. Cox of California (for himself and Mr. White) introduced the following bill; which was referred to the Committee on Commerce, and in addition to the Committees on Ways and Means, the Judiciary, and Rules, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

June 5, 1998

Reported from the Committee on Commerce with an amendment [Strike out all after the enacting clause and insert the part printed in italic]

June 5, 1998

Referral to the Committees on Ways and Means, the Judiciary, and Rules extended for a period ending not later than June 19, 1998

June 19, 1998

Reported from the Committee on the Judiciary with amendments [Omit the part in black brackets and insert the part printed in boldface roman]

June 19, 1998

Referral to the Committee on Ways and Means and Rules extended for a period ending not later than June 26, 1998

#### June 25, 1998

Additional sponsors: Mr. Ehlers, Mr. Solomon, and Mr. Fossella

June 25, 1998

The Committees on Ways and Means and Rules discharged; committed to the Committee of the Whole House on the State of the Union and ordered to be printed

# A BILL

To amend the Communications Act of 1934 to establish a national policy against Federal and State regulation of Internet access and online services, and to exercise congressional jurisdiction over interstate and foreign commerce by establishing a moratorium on the imposition of exactions that would interfere with the free flow of commerce conducted over the Internet, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE.
- 4 This Act may be cited as the "Internet Tax Freedom
- 5 Act".
- 6 SEC. 2. PROVISION OF INTERNET ACCESS AND ONLINE
- 7 **SERVICES.**
- 8 Title H of the Communications Act of 1934 is
- 9 amended by inserting after section 230 (47 U.S.C. 230)
- 10 the following new section:

# 1 "SEC. 231. PROHIBITION ON REGULATION OF INTERNET AC-

2	CESS AND ONLINE SERVICES.
3	"(a) The Commission shall have no authority or juris-
4	diction under this title or section 4(i) of the Communica-
5	tions Act of 1934, as amended (47 U.S.C. 154(i)), nor
6	shall any State commission have any authority or jurisdic-
7	tion, to regulate the prices or charges paid by subscribers
8	for Internet access or online services.
9	"(b) Preservation of Authority.—Nothing in
10	this subsection shall limit or otherwise affect—
11	"(1) the Commission's or State Commission's
12	implementation of the Telecommunications Act of
13	1996 (Public Law 104–104) or the amendments
14	made by such Act; and
15	"(2) the Commission's or State Commission's
16	authority to regulate common carriers that offer
17	Internet access or online services in conjunction with
18	the provision of any telephone toll, telephone ex-
19	change, or exchange access services as such terms
20	are defined in title I.
21	"(c) Definitions.—As used in this section:
22	"(1) Internet.—The term 'Internet' means
23	the combination of computer facilities and electro-
24	magnetic transmission media, and related equipment
25	and software, comprising the interconnected world-
26	wide network of computer networks that employ the

- 1 Transmission Control Protocol/Internet Protocol, or
- 2 any predecessor or successor protocol, to transmit
- 3 information.
- 4 "(2) INTERNET ACCESS.—The term 'Internet
- 5 access' means a service that enables users to access
- 6 content, information, and other services offered over
- 7 the Internet.
- 8 "(3) Online service.—The term 'online serv-
- 9 ice' means the offering or provision of content or in-
- 10 formation services to a user as part of a package of
- services that are combined with Internet access.".
- 12 **SEC. 3. FEDERAL REGULATORY FEES.**
- 13 (a) No REGULATORY FEES.—Title H of the Commu-
- 14 nications Act of 1934 is amended by inserting in section
- 15 9(h) (47 U.S.C. 159(h)) after "47 C.F.R. Part 97" "; or
- 16 (3) providers of Internet access or online service".
- 17 (b) Conforming Amendment.—Section 9(h) of the
- 18 Communications Act of 1934 (47 U.S.C. 159(h)) is
- 19 amended by striking "or" that appears before "(2)".
- 20 (e) DETERMINATION.—Not later than 1 year after
- 21 the date of the enactment of this Act, the National Tele-
- 22 communications and Information Administration shall de-
- 23 termine whether any direct or indirect Federal regulatory
- 24 fees, other than the fees identified in subsection (a), are
- 25 imposed on providers of Internet access or online services,

- 1 and if so, make recommendations to the Congress regard-
- 2 ing whether such fees should be modified or eliminated.
- 3 SEC. 4. REPORT ON FOREIGN COMMERCE.
- 4 (a) Contents of Report.—In order to promote
- 5 electronic commerce, the Secretary of Commerce, in con-
- 6 sultation with appropriate committees of the Congress,
- 7 shall undertake an examination of—
- 8 (1) barriers imposed in foreign markets on
- 9 United States providers of property, goods, services,
- or information engaged in electronic commerce and
- on United States providers of telecommunications
- 12 services;
- 13 (2) how the imposition of such barriers will af-
- 14 feet United States consumers, the competitiveness of
- 15 United States citizens providing property, goods,
- 16 service, or information in foreign markets, and the
- 17 growth and maturing of the Internet; and
- 18 (3) what measures the Government should pur-
- sue to foster, promote, and develop electronic com-
- 20 merce in the United States and in foreign markets.
- 21 (b) Public Comment.—For purposes of this section,
- 22 the Secretary of Commerce shall give all interested per-
- 23 sons an opportunity to comment on the matters identified
- 24 in subsection (a) through written or oral presentations of
- 25 data, views, or arguments.

- 1 (e) Transmittal to the President.—Not later
- 2 than 18 months after the date of the enactment of this
- 3 Act, the Secretary of Commerce shall transmit to the
- 4 President a report containing the results of the examina-
- 5 tion undertaken in accordance with subsection (a).
- 6 (d) Recommendations of the President.—Not
- 7 later than 2 years and 45 days after the date of the enact-
- 8 ment of this Act, the President shall review the report de-
- 9 scribed in subsection (e) and submit to the appropriate
- 10 committees of Congress such policy recommendations as
- 11 the President deems necessary or expedient.
- 12 **ISEC. 5. MORATORIUM ON CERTAIN TAXES.**
- 13 (a) Moratorium.—For a period of 3 years follow-
- 14 ing the date of the enactment of this Act, neither any
- 15 State, nor any political subdivision thereof, shall impose,
- 16 assess, collect, or attempt to collect—
- 17 **L**(1) taxes on Internet access or online services;
- 18  $\frac{\mathbf{f}(2) \text{ bit taxes; or}}{\mathbf{f}(2)}$
- 19 <del>[(3)</del> multiple or discriminatory taxes on elec-
- 20 tronic commerce.
- 21 <del>(b)</del> Exception to Moratorium.—(1) The mora-
- 22 torium in subsection (a)(1) shall not apply to taxes on
- 23 Internet access or online services generally imposed and
- 24 actually enforced under State law before March 1, 1998.

1	$\P(2)$ Subsection (b)(1) shall be enforceable only if $\epsilon$
2	State enacts a law to expressly impose such tax within
3	one year from the date of enactment. Failure of a State
4	to act does not affect liabilities for taxes accrued and en-
5	forced prior to March 1, 1998 nor does it affect ongoing
6	litigation relating to such assessments.
7	<b>(c)</b> APPLICATION OF MORATORIUM.─Subsection (a)
8	shall not apply with respect to the provision of Internet
9	access or online services that are offered for sale as part
10	of a package of services that includes services other than
11	Internet access or online services, unless the service pro-
12	vider separately states that portion of the billing that ap-
13	plies to such services on the user's bill.
14	[SEC. 6. ADVISORY COMMISSION ON ELECTRONIC COM
15	MERCE.
16	<b>(a) ESTABLISHMENT</b> OF COMMISSION.—There is es
17	tablished a temporary commission to be known as the Ad-
18	visory Commission on Electronic Commerce (in this Act
19	referred to as the "Commission"). The Commission
20	<del>shall—</del>
21	(1) be composed of 29 members, which in-
22	eludes 2 chairpersons selected in accordance with
23	subsection (b); and
24	(2) conduct its business in accordance with
25	the provisions of this Act.

## <del>(b)</del> <del>Membership.—</del>

(1) In GENERAL.—The Commissioners shall serve for the life of the Commission. The membership of the Commission shall be as follows:

**(A)** Two representatives from the Federal Government comprised of the Secretary Of Commerce and the Secretary of the Treasury, or their respective representatives.

[(B) Fourteen representatives from State, local, and county governments comprised of 2 representatives each from the National governments' Association, the National Conference of State Legislatures, the Council of State Governments, the National Association of Counties, the National League of Cities, and the United States Conferences of Mayors; and 1 representative each from the International City/County Managers Association and the American Legislative Exchange Council.

**[**(C) Thirteen representatives of taxpayers and business, of which 3 shall be appointed by the President and 2 each shall be appointed by the Senate majority leader, the Senate minority leader, the Speaker of the House, the House majority leader, and the house minority leader.

1 (2) Charperson.—The Commission shall 2 have 2 chairpersons to serve as co-chairpersons. One 3 of the Chairpersons shall be a representative selected 4 by the National Governors Association from 1 of the 5 groups identified in subsection (b)(1)(B). The other 6 Chairperson shall be a representative selected jointly 7 by the Speaker of the house of Representatives and 8 the majority leader of the Senate from 1 of the 9 groups identified in subsection (b)(1)(C).

- (3) APPOINTMENTS.—Appointments to the Commission shall be made not later than 45 days after the date of enactment of this Act. The Chairpersons shall be appointed not later than 60 days after the date of the enactment of this Act.
- 15 •• Commission may accept, use, and dispose of gifts or grants of services or property, both real and personal, for purposes of aiding or facilitating the work of the Commission. Gifts or grants not used at the expiration of the Commission shall be returned to the donor or grantor.
- 21 **E**(d) OTHER RESOURCES.—The Commission shall 22 have reasonable access to materials, resources, data, and 23 other information from the Department of Commerce and 24 the Department of the Treasury. The Commission shall 25 also have reasonable access to use the facilities of the De-

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1	partment of the Commerce and Department of the Treas-
2	ury for purposes of conducting meetings.
3	<b>(e)</b> Sunset. The existence of the Commission
4	shall terminate—
5	<b>(1)</b> when the last of the committees of juris-
6	diction referred to in section 8 concludes consider-
7	ation of the legislation proposed under section 7; or
8	(2) 3 years after the date of the enactment of
9	this Act;
10	whichever occurs first.
11	<b>(f)</b> Rules of the Commission.─
12	(1) Fifteen members of the Commission shall
13	constitute a quorum for conducting the business of
14	the Commission.
15	(2) Any meetings held by the Commission
16	shall be duly noticed at least 14 days in advance and
17	shall be open to the public.
18	(3) The Commission may adopt other rules as
19	needed.
20	(g) Duties of the Commission.—The Commis-
21	sion, in consultation with the National Tax Association
22	Communications and Electronic Commerce Tax Project,
23	and other interested parties, shall—
24	(1) identify the taxes, fees, and charges im-
2.5	posed on electronic commerce within the United

1 States that could impede the development of such 2 commerce; (2) propose a uniform system of definitions of 3 electronic commerce that may be subject to sales 5 and use tax within each State; 6 (3) propose a simplified system for sales and 7 use tax for electronic commerce that would provide for a single statewide sales or use tax rate (which 8 9 rate may be zero), and would establish a method of distributing to political subdivisions within each 10 11 State their proportionate share of such taxes; 12 (4) examine ways to simplify the interstate ad-13 ministration of sales and use tax on electronic com-14 merce, including a review of the need for a single or 15 uniform tax registration, single or uniform tax re-16 turns, simplified remittance requirements, and sim-17 plified administrative procedures; 18 (5) examine the need for an independent third 19 party collection system that would utilize the Inter-20 net to further simplify sales and use tax administra-21 tion and collection: 22 **(6)** examine the level of contacts sufficient to 23 permit a State to impose a sales or use tax on elec-24 tronic commerce that would subject a remote seller

to collection obligations imposed by the State, in-

- cluding the definition of a level of contacts below
  which a State may not impose collection obligations
  on a remote seller;
- 4 •• E(7) examine the level of contacts sufficient to
  5 permit a State to impose sales or use tax on trans6 actions not involving electronic commerce, and
  7 whether collection obligations imposed by a State are
  8 applied in a nondiscriminatory manner with respect
  9 to electronic commerce and such transactions;
- 10 **• (8)** examine ways to simplify State and local taxes imposed on the provision of telecommunications services; and
- 13 **(4)** E(9) examine other issues that the Commission determines to be relevant.
- 15 (h) FEDERAL ADVISORY COMMITTEE ACT.—The
  16 Federal Advisory Committee Act (5 U.S.C. App.) shall not
- 17 apply with respect to the Commission.
- 18 ISEC. 7. LEGISLATIVE RECOMMENDATIONS.
- 19 <del>[(a) Transmission of Proposed Legislation.—</del>
- 20 Not later than 2 years after the date of the enactment
- 21 of this Act, the Commission described in section 6 shall
- 22 transmit to the President and the Congress proposed legis-
- 23 lation reflecting any findings concerning the matters de-
- 24 seribed in such section.

1 • Contents of Proposed Legislation.—The

2 proposed legislation submitted under subsection (a) by the

3 Commission shall have been agreed to by at least 18 mem-

4 bers of the Commission and shall—

(1) define with particularity the level of contacts between a State and remote seller that the Commission considers should be sufficient to permit a State to impose collection obligations on the remote seller;

**(**(2) provide that if, and only if, a State has adopted a single sales and use tax rate for electronic commerce, and adopted simplified procedures for the administration of its sales and use taxes, including uniform registration, tax returns, remittance requirements, and filing procedures, then such State should be authorized to impose on remote sellers a duty to collect sales or use tax on electronic commerce;

(3) provide that, effective upon the expiration of a 4-year period beginning on the date of the enactment of such legislation, a State that does not have in effect a single sales and use tax rate and simplified administrative procedures shall be deemed to have in effect a sales and use tax rate on electronic commerce equal to zero, until such time as

1	such State does adopt a single sales and use tax rate
2	and simplified administrative procedures;
3	<b></b>
4	property, goods, services, or information subject to,
5	or exempt from, sales and use taxes;
6	(5) make permanent the temporary morato-
7	rium described in section 5 with respect to Internet
8	access and online services, as well as such other
9	taxes (including those described in section 5) that
10	the Commission deems appropriate;
11	₹(6) provide a mechanism for the resolution of
12	disputes between States regarding matters involving
13	multiple taxation; and
14	<b>[</b> (7) include other provisions that the Commis-
15	sion deems necessary.
16	<b>(c)</b> RECOMMENDATIONS OF THE PRESIDENT.─Not
17	later than 45 days after the receipt of the Commission's
18	legislative proposals, the President shall review such pro-
19	posals and submit to the appropriate committees of the
20	Congress such policy recommendations as the President
21	deems necessary or expedient.
22	SEC. [8.] 5. EXPEDITED CONSIDERATION OF LEGISLATIVE
23	RECOMMENDATIONS.
24	(a) Not later than 90 legislative days after the trans-
25	mission to the Congress of the proposed legislation de-

- 1 seribed in section 7, such legislation shall be considered
- 2 by the respective committees of jurisdiction within the
- 3 House of Representatives and the Senate, and, if reported,
- 4 shall be referred to the proper calendar on the floor of
- 5 each House for final action.
- 6 (b) For purposes of this section, the 90-day period
- 7 shall be computed by excluding—
- 8 (1) the days on which either House is not in
- 9 session because of an adjournment of more than 3
- days to a day certain or an adjournment of the Con-
- 11 gress sine die; and
- 12 (2) any Saturday and Sunday, not excluded
- 13 under paragraph (1), when either House is not in
- 14 session.
- 15 SEC. [9.] 6. DECLARATION THAT THE INTERNET SHOULD
- 16 **BE FREE OF FOREIGN TARIFFS, TRADE BAR-**
- 17 RIERS, AND OTHER RESTRICTIONS.
- 18 It is the sense of the Congress that the President
- 19 should seek bilateral and multilateral agreements through
- 20 the World Trade Organization, the Organization for Eco-
- 21 nomic Cooperation and Development, the International
- 22 Telecommunications Union, the Asia Pacific Economic
- 23 Cooperation Council, the Free Trade Area of the Ameri-
- 24 cas, and other appropriate international fora. Such agree-
- 25 ments should require, inter alia, that the provision of

1	Internet access or online services be free from undue and
2	discriminatory regulation by foreign governments and that
3	electronic commercial transactions between United States
4	and foreign providers of property, goods, services, and in-
5	formation be free from undue and discriminatory regula-
6	tion, international tariffs, and discriminatory taxation.
7	[SEC. 10. DEFINITIONS.
8	For the purposes of this Act:
9	<b>(1)</b> BIT TAX.—The term "bit tax" means any
10	tax on electronic commerce expressly imposed on or
11	measured by the volume of digital information trans-
12	mitted electronically, or the volume of digital infor-
13	mation per unit of time transmitted electronically,
14	but does not include taxes imposed on the provision
15	of telecommunications services.
16	<b>(</b> 2) Computer server.—The term "com-
17	puter server" means a computer that functions as a
18	centralized provider of information and services to
19	multiple recipients.
20	(3) Discriminatory Tax.—The term "dis-
21	eriminatory tax" means—
22	(A) any tax imposed by a State or politi-
23	cal subdivision thereof on electronic commerce
24	<del>that</del>

	<u> </u>
1	(i) is not generally imposed and le-
2	gally collectible by such State or such polit-
3	ical subdivision on transactions involving
4	similar property, goods, services, or infor-
5	mation accomplished through other means;
6	<b>(ii)</b> is not generally imposed and le-
7	gally collectible at the same rate by such
8	State or such political subdivision on
9	transactions involving similar property,
10	goods, services, or information accom-
11	plished through other means;
12	<b></b> (iii) imposes an obligation to collect
13	or pay the tax on a different person or en-
14	tity than in the ease of transactions involv-
15	ing similar property, goods, services, or in-
16	formation accomplished through other
17	means;
18	(iv) establishes a classification of
19	Internet access provider or online service
20	provider for purposes of establishing a
21	higher tax rate to be imposed on such pro-
22	viders than the tax rate generally applied
23	to providers of similar information services

 $\frac{\text{delivered through other means; or}}{}$ 

1	(B) any tax imposed by a State or politi-
2	eal subdivision thereof, if—
3	<b>(i)</b> the use of a computer server by
4	a remote seller to create or maintain a site
5	on the Internet is considered a factor in
6	determining a remote seller's tax collection
7	obligation; or
8	€(ii) a provider of Internet access or
9	online services is deemed to be the agent of
10	a remote seller for determining tax collec-
11	tion obligations as a result of—
12	<b>(</b> ( <b>I</b> ) the provider displaying a re-
13	mote seller's information or content
14	on such provider's computer server; or
15	(II) the provider maintaining or
16	taking orders through such provider's
17	computer server.
18	(4) ELECTRONIC COMMERCE.—The term
19	"electronic commerce" means any transaction con-
20	ducted over the Internet or an online service, com-
21	prising the sale, lease, license, offer, or delivery of
22	property, goods, services, or information, whether or
23	not for consideration, and includes the provision of
24	Internet access and online services.

[(5) Information services.—The term "information services" has the meaning given such term in section 3(20) of the Communications Act of 1934 (47 U.S.C. 3(20)) as amended from time to time.

[(6) Internet.—The term "Internet" means the combination of computer facilities and electromagnetic transmission media, and related equipment and software, comprising the interconnected world-wide network of computer networks that employ the Transmission Control Protocol/Internet Protocol, or any predecessor or successor protocol, to transmit information.

**[**(7) INTERNET ACCESS.—The term "Internet access" means a service that enable users to access content, information, and other services offered over the Internet.

**(**8) MULTIPLE TAX.—The term "multiple tax" means—

**(A)** any tax that is imposed by one State or political subdivision thereof on the same or essentially the same electronic commerce that is also taxed by any other (or the same State, except in the case of sales taxes) State or political subdivision thereof whether or not at the same

rate or on the same basis without an offsetting credit for taxes paid in other jurisdictions or other similar mechanisms for avoiding double taxation of the same transaction; or

(B) any tax on Internet access or online services if the State or political subdivision thereof classifies such services as telecommunications or communications services under State law and such State or political subdivision thereof has already imposed a tax on the underlying telecommunications services that are used to provide such services without allowing a credit for other taxes paid, a sale for resale exemption, or other mechanism for climinating duplicate taxation.

**[**(9) Online service.—The term "online service" means the offering or provision of content or information services to a user as part of a package of services that are combined with Internet access.

**[**(10) Remote seller. The term "remote seller" means a person who sells, leases, licenses, offers, or delivers property, goods, services, or information from one State to a purchaser in another State using the Internet.

(11) STATE.—The term "State" means any of 1 2 the several States, the District of Columbia, or any 3 territory or possession of the United States. 4 (12) Tax.—The term "tax" means— (A) any levy, fee, or charge imposed 5 6 under governmental authority by any govern-7 mental entity; or 8 **L**(B) the imposition of or obligation to col-9 lect and to remit to a governmental entity any 10 such levy, fee, or charge imposed by a govern-11 mental entity. 12 Such term does not include any franchise fees or 13 similar fees imposed by a State or local franchising 14 authority, pursuant to section 622 or 653 of the 15 Communications Act of 1934 (47 U.S.C. 542, 573), 16 as amended. 17 (13) Telecommunications services.—The term "telecommunications services" has the meaning given such term in section 3(46) of the Communications Act of 1934 (47 U.S.C. 3(46)). 21 SEC. [11.] 7. NO EXPANSION OF TAX AUTHORITY. 22 Nothing in this Act shall be construed to expand the power of any State or political subdivision thereof to col-24 leet taxes on Internet access, online services, bits, or elec-

- 1 tronic commerce beyond the power that existed on March
- 2 <del>1, 1998.</del>
- 3 SEC. [12.] 8. PRESERVATION OF AUTHORITY.
- 4 Nothing in this Act shall limit or otherwise affect the
- 5 implementation of the Telecommunications Act of 1996
- 6 (Public Law 104–104) or amendments made by such Act.
- 7 SECTION 1. SHORT TITLE.
- 8 This Act may be cited as the "Internet Tax Freedom
- 9 *Act*".
- 10 SEC. 2. PROVISION OF INTERNET ACCESS AND ONLINE
- 11 SERVICES.
- 12 Title II of the Communications Act of 1934 is amended
- 13 by inserting after section 230 (47 U.S.C. 230) the following
- 14 new section:
- 15 "SEC. 231. PROHIBITION ON REGULATION OF INTERNET AC-
- 16 CESS AND ONLINE SERVICES.
- 17 "(a) Prohibition.—The Commission shall have no
- 18 authority or jurisdiction under this title or section 4(i), nor
- 19 shall any State commission have any authority or jurisdic-
- 20 tion, to regulate the prices or charges paid by subscribers
- 21 for Internet access or online services.
- 22 "(b) Preservation of Authority.—Nothing in this
- 23 subsection shall limit or otherwise affect—
- 24 "(1) the Commission's or State commissions' im-
- 25 plementation of the Telecommunications Act of 1996

- 1 (Public Law 104–104) or the amendments made by 2 such Act; and
- "(2) the Commission's or State commissions' authority to regulate telecommunications carriers that offer Internet access or online services in conjunction with the provision of any telephone toll, telephone exchange, or exchange access services as such terms are defined in title I.
  - "(c) Definitions.—As used in this section:
    - "(1) Internet.—The term 'Internet' means the combination of computer facilities and electromagnetic transmission media, and related equipment and software, comprising the interconnected world-wide network of computer networks that employ the Transmission Control Protocol/Internet Protocol, or any predecessor or successor protocol, to transmit information.
      - "(2) Internet access.—The term 'Internet access' means a service that enables users to access content, information, and other services offered over the Internet, but does not mean a telecommunications service.
  - "(3) Online service.—The term 'online service' means the offering or provision of information services combined with Internet access to a user.".

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#### SEC. 3. FEDERAL REGULATORY FEES.

- 2 (a) No Regulatory Fees.—Section 9(h) of the Com-
- 3 munications Act of 1934 (47 U.S.C. 159(h)) is amended
- 4 by inserting "; or (3) providers of Internet access or online
- 5 service" after "(47 C.F.R. Part 97)".
- 6 (b) Conforming Amendment.—Section 9(h) of the
- 7 Communications Act of 1934 (47 U.S.C. 159(h)) is amend-
- 8 ed by striking "or" that appears before "(2)".
- 9 (c) Determination.—Not later than 1 year after the
- 10 date of the enactment of this Act, the National Tele-
- 11 communications and Information Administration shall de-
- 12 termine whether any direct or indirect Federal regulatory
- 13 fees, other than the fees identified in subsection (a), are im-
- 14 posed on providers of Internet access or online services, and
- 15 if so, make recommendations to the Congress regarding
- 16 whether such fees should be modified or eliminated.

#### 17 SEC. 4. REPORT ON FOREIGN COMMERCE.

- 18 (a) Contents of Report.—In order to promote elec-
- 19 tronic commerce, the Secretary of Commerce, in consulta-
- 20 tion with appropriate committees of the Congress, shall un-
- 21 dertake an examination of—
- 22 (1) barriers imposed in foreign markets on
- 23 United States providers of property, goods, services,
- or information engaged in electronic commerce and
- on United States providers of telecommunications
- 26 services;

- 1 (2) how the imposition of such barriers will af-
- 2 fect United States consumers, the competitiveness of
- 3 United States citizens providing property, goods,
- 4 service, or information in foreign markets, and the
- 5 growth and maturing of the Internet; and
- 6 (3) what measures the Government should pursue
- 7 to foster, promote, and develop electronic commerce in
- 8 the United States and in foreign markets.
- 9 (b) Public Comment.—For purposes of this section,
- 10 the Secretary of Commerce shall give all interested persons
- 11 an opportunity to comment on the matters identified in
- 12 subsection (a) through written or oral presentations of data,
- 13 views, or arguments.
- 14 (c) Transmittal to the President.—Not later
- 15 than 18 months after the date of the enactment of this Act,
- 16 the Secretary of Commerce shall transmit to the President
- 17 a report containing the results of the examination under-
- 18 taken in accordance with subsection (a).
- 19 (d) Recommendations of the President.—Not
- 20 later than 2 years and 45 days after the date of the enact-
- 21 ment of this Act, the President shall review the report de-
- 22 scribed in subsection (c) and submit to the appropriate
- 23 committees of Congress such policy recommendations as the
- 24 President deems necessary or expedient.

# 1 SEC. 5. MORATORIUM ON CERTAIN TAXES.

2	(a) Moratorium.—For a period of 3 years following
3	the date of the enactment of this Act, neither any State,
4	nor any political subdivision thereof, shall impose, assess,
5	collect, or attempt to collect—
6	(1) taxes on Internet access or online services;
7	(2) bit taxes; or
8	(3) multiple or discriminatory taxes on elec-
9	$tronic\ commerce.$
10	(b) Exception to Moratorium.—
11	(1) In General.—The moratorium in subsection
12	(a)(1) shall not apply to taxes on Internet access or
13	online services generally imposed and actually en-
14	forced under State law before March 1, 1998.
15	(2) Enforceability.—Paragraph (1) shall be
16	enforceable only if a State enacts a law to expressly
17	impose such tax within one year from the date of en-
18	actment. Failure of a State to act does not affect li-
19	abilities for taxes accrued and enforced prior to
20	March 1, 1998, nor does it affect ongoing litigation
21	relating to any assessments.
22	(c) Application of Moratorium.—Subsection (a)
23	shall not apply with respect to the provision of Internet
24	access or online services that are offered for sale as part
25	of a package of services that includes services other than
26	Internet access or online services, unless the service provider

1	separately states that portion of the billing that applies to
2	such services on the user's bill.
3	SEC. 6. ADVISORY COMMISSION ON ELECTRONIC COM-
4	MERCE.
5	(a) Establishment of Commission.—There is estab-
6	lished a temporary commission to be known as the Advisory
7	Commission on Electronic Commerce (in this Act referred
8	to as the "Commission"). The Commission shall—
9	(1) be composed of 29 members, which includes
10	2 chairpersons selected in accordance with subsection
11	(b); and
12	(2) conduct its business in accordance with the
13	provisions of this Act.
14	(b) Membership.—
15	(1) In general.—The Commissioners shall serve
16	for the life of the Commission. The membership of the
17	Commission shall be as follows:
18	(A) Two representatives from the Federal
19	Government comprised of the Secretary of Com-
20	merce and the Secretary of the Treasury, or their
21	$respective \ representatives.$
22	(B) Fourteen representatives from State,
23	local, and county governments comprised of 2
24	representatives each from the National Gov-
25	ernors' Association, the National Conference of

- State Legislatures, the Council of State Governments, the National Association of Counties, the
  National League of Cities, and the United States
  Conferences of Mayors; and 1 representative each
  from the International City/County Managers
  Association and the American Legislative Exchange Council.
  - (C) Thirteen representatives of taxpayers and business, of which 3 shall be appointed by the President and 2 each shall be appointed by the Senate majority leader, the Senate minority leader, the Speaker of the House, the House majority leader, and the house minority leader.
  - (2) CHAIRPERSON.—The Commission shall have 2 chairpersons to serve as co-chairpersons. One of the Chairpersons shall be a representative selected by the National Governors' Association from 1 of the groups identified in subsection (b)(1)(B). The other Chairperson shall be a representative selected jointly by the Speaker of the House of Representatives and the majority leader of the Senate from 1 of the groups identified in subsection (b)(1)(C).
  - (3) APPOINTMENTS.—Appointments to the Commission shall be made not later than 45 days after the date of enactment of this Act. The Chairpersons shall

1 be appointed not later than 60 days after the date of 2 the enactment of this Act. 3 (c) Acceptance of Gifts and Grants.—The Commission may accept, use, and dispose of gifts or grants of services or property, both real and personal, for purposes of aiding or facilitating the work of the Commission. Gifts or grants not used at the expiration of the Commission shall 8 be returned to the donor or grantor. 9 (d) Other Resources.—The Commission shall have 10 reasonable access to materials, resources, data, and other information from the Department of Commerce and the Department of the Treasury. The Commission shall also have reasonable access to use the facilities of the Department of Commerce and Department of the Treasury for purposes of 14 15 conducting meetings. 16 (e) Sunset.—The existence of the Commission shall terminate— 17 18 (1) when the last of the committees of jurisdic-19 tion referred to in section 8 concludes consideration 20 of the legislation proposed under section 7; or 21 (2) 3 years after the date of the enactment of this 22 Act;23 whichever occurs first.

(f) Rules of the Commission.—

1	(1) Fifteen members of the Commission shall
2	constitute a quorum for conducting the business of the
3	Commission.
4	(2) Any meetings held by the Commission shall
5	be duly noticed at least 14 days in advance and shall
6	be open to the public.
7	(3) The Commission may adopt other rules as
8	needed.
9	(g) Duties of the Commission.—The Commission,
10	in consultation with the National Tax Association Commu-
11	nications and Electronic Commerce Tax Project, and other
12	interested parties, shall—
13	(1) identify the taxes, fees, and charges imposed
14	on electronic commerce within the United States that
15	could impede the development of such commerce;
16	(2) propose a uniform system of definitions of
17	electronic commerce that may be subject to sales and
18	use tax within each State;
19	(3) propose a simplified system for sales and use
20	tax for electronic commerce that would provide for a
21	single statewide sales or use tax rate (which rate may
22	be zero), and would establish a method of distributing
23	to political subdivisions within each State their pro-
24	portionate share of such taxes;

- 1 (4) examine ways to simplify the interstate ad2 ministration of sales and use tax on electronic com3 merce, including a review of the need for a single or
  4 uniform tax registration, single or uniform tax re5 turns, simplified remittance requirements, and sim6 plified administrative procedures;
  - (5) examine the need for an independent third party collection system that would utilize the Internet to further simplify sales and use tax administration and collection;
  - (6) examine the level of contacts sufficient to permit a State to impose a sales or use tax on electronic commerce that would subject a remote seller to collection obligations imposed by the State, including the definition of a level of contacts below which a State may not impose collection obligations on a remote seller;
  - (7) examine the level of contacts sufficient to permit a State to impose sales or use tax on transactions not involving electronic commerce, and whether collection obligations imposed by a State are applied in a nondiscriminatory manner with respect to electronic commerce and such transactions;

1	(8) examine ways to simplify State and local
2	taxes imposed on the provision of telecommunications
3	services; and
4	(9) examine other issues that the Commission de-
5	termines to be relevant.
6	(h) Federal Advisory Committee Act.—The Fed-
7	eral Advisory Committee Act (5 U.S.C. App.) shall not
8	apply with respect to the Commission.
9	SEC. 7. LEGISLATIVE RECOMMENDATIONS.
10	(a) Transmission of Proposed Legislation.—Not
11	later than 2 years after the date of the enactment of this
12	Act, the Commission described in section 6 shall transmit
13	to the President and the Congress proposed legislation re-
14	flecting any findings concerning the matters described in
15	such section.
16	(b) Contents of Proposed Legislation.—The pro-
17	posed legislation submitted under subsection (a) by the
18	Commission shall have been agreed to by at least 18 mem-
19	bers of the Commission and shall—
20	(1) define with particularity the level of contacts
21	between a State and remote seller that the Commis-
22	sion considers should be sufficient to permit a State
23	to impose collection obligations on the remote seller;
24	(2) provide that if, and only if, a State has
25	adopted a single sales and use tax rate for electronic

- commerce, and adopted simplified procedures for the administration of its sales and use taxes, including uniform registration, tax returns, remittance requirements, and filing procedures, then such State should be authorized to impose on remote sellers a duty to collect sales or use tax on electronic commerce:
  - (3) provide that, effective upon the expiration of a 4-year period beginning on the date of the enactment of such legislation, a State that does not have in effect a single sales and use tax rate and simplified administrative procedures shall be deemed to have in effect a sales and use tax rate on electronic commerce equal to zero, until such time as such State does adopt a single sales and use tax rate and simplified administrative procedures;
  - (4) include uniform definitions of categories of property, goods, services, or information subject to, or exempt from, sales and use taxes;
  - (5) make permanent the temporary moratorium described in section 5 with respect to Internet access and online services, as well as such other taxes (including those described in section 5) that the Commission deems appropriate;

1	(6) provide a mechanism for the resolution of
2	disputes between States regarding matters involving
3	multiple taxation; and
4	(7) include other provisions that the Commission
5	deems necessary.
6	(c) Recommendations of the President.—Not
7	later than 45 days after the receipt of the Commission's leg-
8	islative proposals, the President shall review such proposals
9	and submit to the appropriate committees of the Congress
10	such policy recommendations as the President deems nec-
11	essary or expedient.
12	SEC. 8. EXPEDITED CONSIDERATION OF LEGISLATIVE REC-
13	OMMENDATIONS.
	OMMENDATIONS.  (a) Not later than 90 legislative days after the trans-
13 14 15	
14	(a) Not later than 90 legislative days after the trans-
14 15	(a) Not later than 90 legislative days after the transmission to the Congress of the proposed legislation described
14 15 16 17	(a) Not later than 90 legislative days after the transmission to the Congress of the proposed legislation described in section 7, such legislation shall be considered by the re-
14 15 16 17 18	(a) Not later than 90 legislative days after the transmission to the Congress of the proposed legislation described in section 7, such legislation shall be considered by the respective committees of jurisdiction within the House of Rep-
14 15 16 17 18	(a) Not later than 90 legislative days after the transmission to the Congress of the proposed legislation described in section 7, such legislation shall be considered by the respective committees of jurisdiction within the House of Representatives and the Senate, and, if reported, shall be re-
14 15 16 17 18	(a) Not later than 90 legislative days after the transmission to the Congress of the proposed legislation described in section 7, such legislation shall be considered by the respective committees of jurisdiction within the House of Representatives and the Senate, and, if reported, shall be referred to the proper calendar on the floor of each House
14 15 16 17 18 19 20	(a) Not later than 90 legislative days after the transmission to the Congress of the proposed legislation described in section 7, such legislation shall be considered by the respective committees of jurisdiction within the House of Representatives and the Senate, and, if reported, shall be referred to the proper calendar on the floor of each House for final action.
14 15 16 17 18 19 20 21	(a) Not later than 90 legislative days after the transmission to the Congress of the proposed legislation described in section 7, such legislation shall be considered by the respective committees of jurisdiction within the House of Representatives and the Senate, and, if reported, shall be referred to the proper calendar on the floor of each House for final action.  (b) For purposes of this section, the 90-day period shall

- 1 to a day certain or an adjournment of the Congress
- 2 sine die; and
- 3 (2) any Saturday and Sunday, not excluded
- 4 under paragraph (1), when either House is not in ses-
- 5 sion.
- 6 SEC. 9. DECLARATION THAT THE INTERNET SHOULD BE
- 7 FREE OF FOREIGN TARIFFS, TRADE BAR-
- 8 RIERS, AND OTHER RESTRICTIONS.
- 9 It is the sense of the Congress that the President should
- 10 seek bilateral and multilateral agreements to remove bar-
- 11 riers to global electronic commerce, through the World
- 12 Trade Organization, the Organization for Economic Co-
- 13 operation and Development, the International Tele-
- 14 communications Union, the Asia Pacific Economic Co-
- 15 operation Council, the Free Trade Area of the Americas,
- 16 and other appropriate international fora. Such agreements
- 17 should require, inter alia, that the provision of Internet ac-
- 18 cess or online services be free from undue and discrimina-
- 19 tory regulation by foreign governments and that electronic
- 20 commercial transactions between United States and foreign
- 21 providers of property, goods, services, and information be
- 22 free from undue and discriminatory regulation, inter-
- 23 national tariffs, and discriminatory taxation.
- 24 SEC. 10. DEFINITIONS.
- 25 For the purposes of this Act:

1	(1) Bit tax.—The term "bit tax" means any tax
2	on electronic commerce expressly imposed on or meas-
3	ured by the volume of digital information transmitted
4	electronically, or the volume of digital information
5	per unit of time transmitted electronically, but does
6	not include taxes imposed on the provision of tele-
7	communications services.
8	(2) Computer server.—The term "computer
9	server" means a computer that functions as a central-
10	ized provider of information and services to multiple
11	recipients.
12	(3) Discriminatory tax.—The term "discrimi-
13	natory tax" means—
14	(A) any tax imposed by a State or political
15	subdivision thereof on electronic commerce
16	that—
17	(i) is not generally imposed and legally
18	collectible by such State or such political
19	subdivision on transactions involving simi-
20	lar property, goods, services, or information
21	accomplished through other means;
22	(ii) is not generally imposed and le-
23	gally collectible at the same rate by such
24	State or such political subdivision on trans-
25	actions involving similar property, goods.

1	services, or information accomplished
2	through other means;
3	(iii) imposes an obligation to collect or
4	pay the tax on a different person or entity
5	than in the case of transactions involving
6	similar property, goods, services, or infor-
7	mation accomplished through other means;
8	or
9	(iv) establishes a classification of Inter-
10	net access provider or online service pro-
11	vider for purposes of establishing a higher
12	tax rate to be imposed on such providers
13	than the tax rate generally applied to pro-
14	viders of similar information services deliv-
15	ered through other means; or
16	(B) any tax imposed by a State or political
17	subdivision thereof, if—
18	(i) the use of a computer server by a
19	remote seller to create or maintain a site on
20	the Internet is considered a factor in deter-
21	mining a remote seller's tax collection obli-
22	gation; or
23	(ii) a provider of Internet access or on-
24	line services is deemed to be the agent of a

1	remote seller for determining tax collection
2	obligations as a result of—
3	(I) the provider displaying a re-
4	mote seller's information or content on
5	such provider's computer server; or
6	(II) the provider maintaining or
7	taking orders through such provider's
8	$computer\ server.$
9	(4) Electronic commerce.—The term "elec-
10	tronic commerce" means any transaction conducted
11	over the Internet or an online service, comprising the
12	sale, lease, license, offer, or delivery of property,
13	goods, services, or information, whether or not for
14	consideration, and includes the provision of Internet
15	access and online services.
16	(5) Information services.—The term "infor-
17	mation services" has the meaning given such term in
18	section 3(20) of the Communications Act of 1934 (47
19	$U.S.C. \ 3(20)).$
20	(6) Internet.—The term "Internet" means the
21	combination of computer facilities and electro-
22	magnetic transmission media, and related equipment
23	and software, comprising the interconnected world-
24	wide network of computer networks that employ the
25	Transmission Control Protocol/Internet Protocol, or

- any predecessor or successor protocol, to transmit information.
  - (7) Internet access.—The term "Internet access" means a service that enable users to access content, information, and other services offered over the Internet, but does not mean a telecommunications service.
    - (8) Multiple tax.—The term "multiple tax" means—
      - (A) any tax that is imposed by one State or political subdivision thereof on the same or essentially the same electronic commerce that is also taxed by any other State or political subdivision thereof (or the same State, except in the case of sales taxes) whether or not at the same rate or on the same basis without an offsetting credit for taxes paid in other jurisdictions or other similar mechanisms for avoiding double taxation of the same transaction; or
      - (B) any tax on Internet access or online services if the State or political subdivision thereof classifies such services as telecommunications or communications services under State law and such State or political subdivision thereof has already imposed a tax on the under-

1	lying telecommunications services that are used
2	to provide such services without allowing a cred-
3	it for other taxes paid, a sale for resale exemp-
4	tion, or other mechanism for eliminating dupli-
5	cate taxation.
6	(9) Online service.—The term "online service"
7	means the offering or provision of information serv-
8	ices combined with Internet access to a user.
9	(10) Remote seller.—The term "remote sell-
10	er" means a person who sells, leases, licenses, offers,
11	or delivers property, goods, services, or information
12	from one State to a purchaser in another State using
13	the Internet.
14	(11) State.—The term "State" means any of
15	the several States, the District of Columbia, or any
16	territory or possession of the United States.
17	(12) TAX.—The term "tax" means—
18	(A) any levy, fee, or charge imposed under
19	governmental authority by any governmental en-
20	tity; or
21	(B) the imposition of or obligation to collect
22	and to remit to a governmental entity any such
23	levy, fee, or charge imposed by a governmental
24	entitu.

- 1 Such term does not include any franchise fees or
- 2 similar fees imposed by a State or local franchising
- 3 authority, pursuant to section 622 or 653 of the Com-
- 4 munications Act of 1934 (47 U.S.C. 542, 573).
- 5 (13) Telecommunications services.—The
- 6 term "telecommunications services" has the meaning
- 7 given such term in section 3(46) of the Communica-
- 8 tions Act of 1934 (47 U.S.C. 3(46)).

#### 9 SEC. 11. NO EXPANSION OF TAX AUTHORITY.

- Nothing in this Act shall be construed to expand the
- 11 power of any State or political subdivision thereof to collect
- 12 taxes on Internet access, online services, bits, or electronic
- 13 commerce beyond the power that existed on March 1, 1998.
- 14 SEC. 12. PRESERVATION OF AUTHORITY.
- Nothing in this Act shall limit or otherwise affect the
- 16 implementation of the Telecommunications Act of 1996
- 17 (Public Law 104–104) or the amendments made by such
- 18 *Act*.